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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART I. AFRICA

Section 12 - Malawi

(submitted by the High Commissioner)

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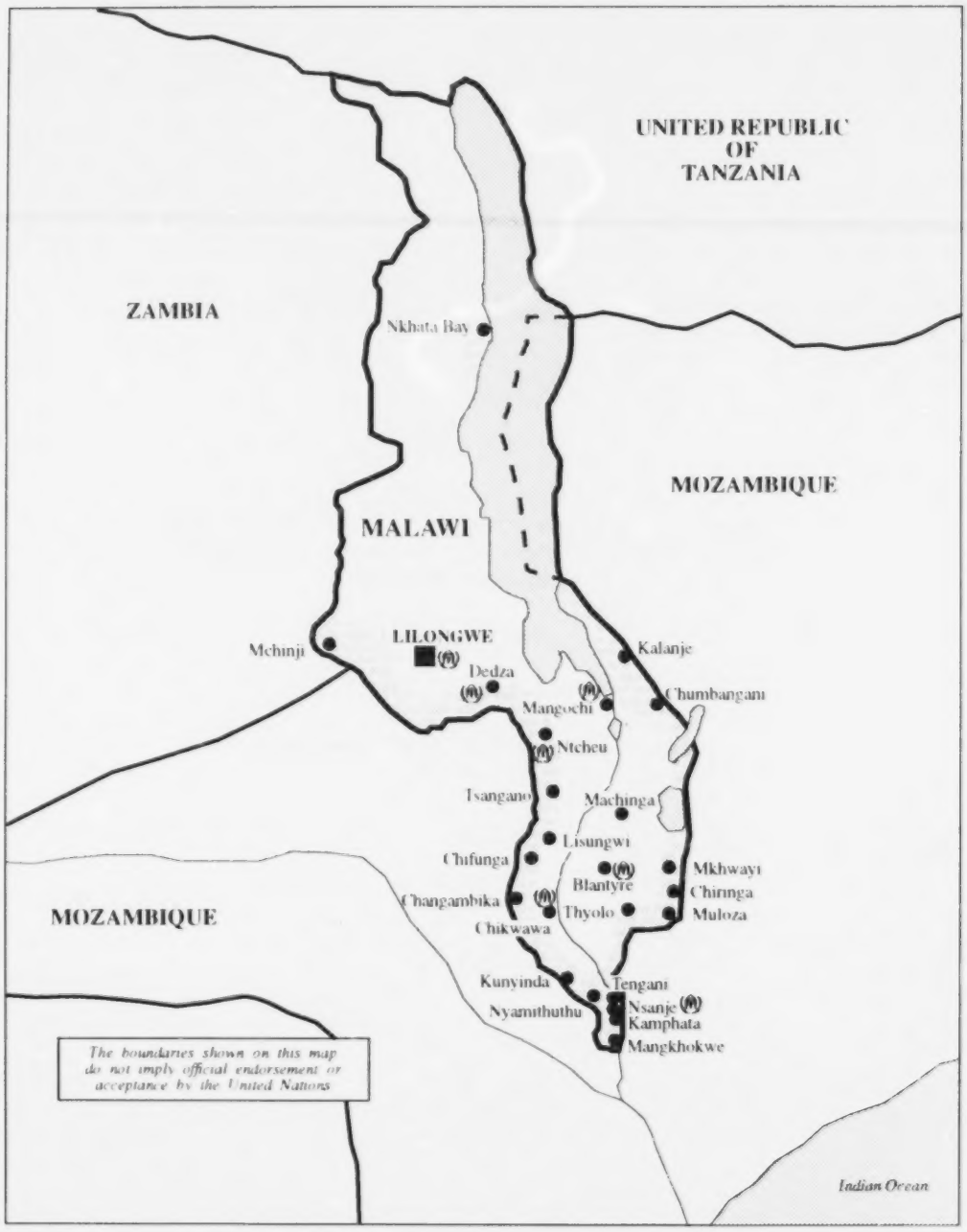
MALAWI


UNITED REPUBLIC OF TANZANIA
ZAMBIA
Nkhata Bay
MOZAMBIQUE
MALAWI
LILONGWE
Mchinji
Dedza
Kalanje
Chumbangani
Mangochi
Ntcheu
Isangano
Machinga
Lisungwi
Chifunga
Mkhwayi
Blantyre
Chiringa
Changambika
Thyolo
Muloza
Chikwawa
MOZAMBIQUE
Kunyinda
Tengani
Nyamithuthu
Nsanje
Kamphata
Mangkhokwe
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
Indian Ocean
Capital
UNHCR Office
0
100
Km.
Town or village
Region comprising a population of refugees or displaced persons

I.12 MALAWI

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, Malawi's refugee population stood at 713,607 persons consisting of 713,406 Mozambicans and 201 persons of various nationalities who are mainly of an urban background. UNHCR provided assistance to all the urban refugees and to 689,700 of the Mozambicans. The breakdown of the assisted population was as follows:

Country of Origin	Number 1/1/93	Number 31/12/93	Per cent Male	Per cent Female	Location	Type of Assistance
Mozambique	1,058,498	689,700	47	53	central and south region	care & maintenance repatriation
Somalia	15	142	-	-	urban centres	care & maintenance
Various	10	59	-	-	urban areas	care & maintenance

2. The number of non-Mozambican refugees and asylum-seekers increased from 25 individuals at the beginning of 1993 to 201 by end of the year. Somalis and Zairians constitute the majority of this caseload.

Major developments (1993 and first quarter 1994)

3. The most significant development in 1993 was the spontaneous repatriation of 343,848 Mozambican refugees primarily from the districts of Dedza and Ntcheu. The number of refugees remaining in these districts at 31 December 1993 stood at some 29,500, with about 24,000 requiring transport for repatriation, essentially because of the distance between the places of asylum and return, and another 5,500 vulnerable refugees. Planning meetings have been held regularly among UNHCR Branch Offices, the Governments of Malawi and Mozambique, and implementing partners to facilitate the voluntary return. At these meetings joint decisions have been made, such as that relating to the shifting of food distribution from Dedza and Ntcheu districts of Malawi to Angonia and Tsangano districts of Mozambique.

4. The June 1993 referendum for multi-party politics precipitated a transformation in Malawi's laws and opened up new perspectives in the field of human rights. This in turn has contributed to strengthening the institution of asylum in Malawi. The dismantling of laws prohibiting certain religious practices has had a positive impact on sections of the refugee community. Furthermore, the laws regarding detention without trial have been repealed.

Programme objectives and priorities

Mozambican refugees

5. In view of the prospect for lasting peace in Mozambique, the following approach will be followed in the delivery of assistance:

(i) Care and maintenance assistance will continue to be provided until the repatriation of all those wishing to return to their home country is completed. Efforts will be made to ensure the timely delivery of food and relief items, with particular emphasis on the appropriate provision of potable water, health care, sanitation and education. The reorientation of the refugee assistance programme from care and maintenance towards voluntary repatriation throughout 1994 and 1995 requires a gradual scaling down of activities and the transfer of non-expendable property and other facilities, such as premises for health care and education, and water supply systems, to the host Government. Payment of termination benefits to project staff whose posts are being cut as a result of this retrenchment will be in accordance with national legislation.

(ii) Voluntary repatriation will be facilitated in 1994 and 1995 in all locations hosting Mozambican refugees. The organized return of vulnerable groups initiated in January 1994 from the central region will continue. In districts where refugees had been transferred from their original points of entry owing to congestion of the refugee camps in the southern region, transport will be provided for returnees to their places of origin. The organized return of this group began in April 1994 and will continue until it is completed in 1995.

Non-Mozambican urban refugees

6. Assistance will continue to be provided to urban refugees for food, shelter, education and counselling services. Due to the increase in the number of urban refugees and asylum-seekers from 25 to over 200 in the course of 1993, a separate programme has been established at the beginning of 1994, which is expected to continue in 1995.

Arrangements for implementation/related inputs

7. The Government of Malawi continues to implement most of the assistance programme through respective ministries, notably Works, Health, Education, Forestry, Women and Children's Affairs, and Community Services. The Office of the President and Cabinet, through the Commissioner for Disaster Relief and Rehabilitation, is the government body responsible for the overall coordination of the refugee programme.

8. The Malawi Red Cross Society (MRCS) remains UNHCR's main implementing partner for the distribution of food and non-food items to Mozambican refugees. Save the Children Fund - United Kingdom (SCF-UK) will maintain its role of providing technical support in the water sector. Médecins Sans Frontières-France (MSF-France), the International Rescue Committee (IRC) and the American Refugee

Committee (ARC) continue to provide technical support in areas of health and sanitation.

9. Some 93,500 metric tons of basic food supplies, valued at $ 17 million, are to be supplied to the refugee programme in 1994 through WFP. Quantities are to be reduced in 1995, in line with the decrease in the number of beneficiaries due to repatriate to Mozambique. The distribution of non-food items, excluding soap, will be discontinued by the end of 1994. Food and non-food items will continue to be transported through a commercial transport brokerage company. WFP will reimburse the cost of milling maize and the internal transport, storage and handling costs of food, in accordance with the Memorandum of Understanding between UNHCR and WFP. UNHCR will continue to provide a vitamin pre-mix for maize fortification.

10. Joint coordination meetings and monitoring of both the repatriation and care and maintenance projects will continue to be held regularly with the Governments of Malawi and Mozambique, as well as with relevant non-governmental organizations (NGOs), to ensure that the policies and strategies of the programme remain in line with the overall objectives of promoting durable solutions.

General Programmes

(a) Variations in planned activities in 1993

11. Most planned activities were implemented in the course of the year. As a result of the spontaneous repatriation of some 343,800 refugees, mainly from the Dedza and Ntcheu districts, the general food distribution in those districts was discontinued, with the exception of vulnerable groups. Improved food distribution for returnees in the districts of Tete province in Mozambique has helped to accelerate the spontaneous repatriation from adjacent areas in Malawi. General food distribution is also to be phased out in other districts, following joint assessments with WFP and the Governments of Malawi and Mozambique on food security in returnee areas.

12. The increase in the number of urban refugees and asylum-seekers from 25 to 200 during the course of the year has necessitated the allocation of more resources for their protection and assistance.

13. In support of extensive training programmes for the implementing partners concerned with individual cases, an allocation was made from an overall allocation for local settlement administered by UNHCR Headquarters, in addition to the provisions made under the care and maintenance project.

14. The needs for individual cases accepted for resettlement were covered from the Headquarters-administered Overall Allocation for Resettlement.

(b) 1994 planned implementation

15. Care and maintenance assistance will continue to be provided to some 560,000 Mozambican refugees, pending their repatriation. The initial planning figure of the average assisted population of 458,500 had to be revised to 560,000 as the rate of departures was lower than anticipated. This was due primarily to the

withdrawal of the encashment programme previously proposed to facilitate the repatriation of those refugees who might have prefered cash grants to organized transport assistance.

16. Even though the planning figure has increased, the initial allocation has been reduced to take account of a reassessment of construction activities in all sectors and a reassessment of domestic needs in light of the imminent repatriation.

17. The increased number of non-Mozambican refugees and asylum-seekers has necessitated the establishment of a separate project, which was covered under the appropriation approved for the care and maintenance programme.

18. Activities will continue to be implemented in most sectors with emphasis on water, health and education sectors. Social services will continue to be provided with special focus on the particular needs of vulnerable groups that may arise as a result of repatriation. A significant number of children are being abandoned by foster parents upon return. The temporary care of these children will therefore be a priority. A task force will be created involving tracing and foster institutions in Mozambique. Refugee women will continue to be encouraged to engage in various income-generating activities to facilitate their self-reliance while in Malawi and upon repatriation.

19. Payments of termination benefits for project staff who will be separated during the year have been included in the proposal. Salaries and related staff costs are planned for those whose services continue to be required by the various implementing partners. Operational support for implementing partners, including running and maintenance costs of transport and other equipment, as well as office supplies and utilities, is provided for in the budget.

(c) **1995 programme proposals**

Care and maintenance

20. The proposed allocation for 1995 is based on an anticipated decrease in the average caseload to 200,000. This estimate is based on the assumption that voluntary repatriation will continue at the current rate of departures. Accordingly, the 1995 budget is significantly lower than the revised 1994 budget.

21. Provisions have been made for the continued supply of vitamin pre-mix for the fortification of maize flour supplied by WFP. The short-haul transport and distribution of this commodity, together with the basic food supplied by WFP, will be continued. The transportation of some 2,000 metric tons of non-food items and the repair and maintenance of project vehicles will also be ensured.

22. No new construction work is foreseen in the water, health, education and sanitation sectors. However, efforts will be made to support the Water Department and the Ministries of Education and Health in the maintenance and running of existing boreholes, shallow wells, schools and health centres. The objective will be to keep a potable water supply, primary education and primary health care available for refugees, and hand over a reasonably maintained system to the host community as the refugees return home.

23. Community services to benefit the refugees preparing to repatriate, as well as the residual caseload, will be continued. Particular emphasis will be placed on meeting the needs of children abandoned by foster parents. Refugee women will continue to be encouraged to participate in the various self-reliance projects. Enrolment in schools will be closely monitored following the repatriation of refugee children to ensure an adequate ratio between the number of teachers and the size of classes.

24. Payment of terminal benefits for project staff whose services may no longer be required in the refugee programme has been included in the proposal. Salaries and related staff costs will be continued for those whose services will continue to be required by the various implementing partners. Operational support for the implementing partners, including running and maintenance costs of transport and other equipment as well as office supplies and utilities, have been planned in the budget.

25. The sectoral breakdown of the budgets for the initial and revised 1994 and the proposed 1995 allocations under care and maintenance are as follows (in US dollars):

Sector	Initial 1994	Revised 1994	Initial 1995
Food	50,000	75,000	50,000
Transport	4,171,500	2,423,004	1,181,585
Domestic needs	1,486,200	1,153,536	1,711,100
Water	1,584,400	1,663,302	1,016,778
Sanitation	310,400	157,084	98,216
Health	3,347,200	4,032,054	2,200,330
Shelter	83,100	119,887	11,445
Community services	703,700	718,697	426,814
Education	1,173,900	1,516,188	886,976
Agriculture	4,600	-	-
Livestock	204,700	191,749	149,446
Forestry	1,080,400	1,093,670	799,027
Income generation	370,200	37,394	32,277
Legal assistance	385,900	313,798	172,017
Agency op. support	952,200	914,537	697,411
Project personnel	988,100	-	-
Programme delivery	-	1,812,500	1,762,200
Total	16,896,500	16,222,400	11,195,622

26. The above breakdown includes assistance to non-Mozambican urban refugees and asylum-seekers in the areas of education, vocational training, domestic needs, health care, shelter and legal assistance. Efforts will be made to identify an appropriate site with basic services to accommodate them.

Special Programmes

Mozambique Repatriation

(a) **Variations in planned activities in 1993**

27. The planning assumption that up to 450,000 Mozambican refugees would return during 1993 was not fully realized. Some 344,000 refugees repatriated, the majority of whom were from Dedza and Ntcheu districts of Malawi. The lower rate in the departure movements was primarily due to the suspension of the cash grant scheme.

28. The delay in the creation of conditions conducive to the reintegration of the returning refugees in some areas of Mozambique, including the de-mining of areas in the Mutarara district, also slowed the pace of the return movements from the southern region of Malawi.

29. Following the departure of a significant refugee population, mainly from the central region, and upon the request of the Government, funds had to be made available for the demolition of latrines and houses vacated by the departing refugees.

30. A lower expenditure was incurred under this programme, largely due to the suspension of the encashment programme.

(b) **1994 planned implementation**

31. The main thrust of the repatriation programme in 1994 will be the promotion of spontaneous repatriation. Approximately 300,000 refugees are expected to leave Malawi in 1994. The movement phase gathered momentum in April, after the end of the rainy season and the harvest in returnee areas. Repatriation plans will continue to be reviewed regularly in conjunction with the UNHCR Branch Office in Mozambique, the Governments of Mozambique and Malawi, and other implementing partners.

32. Transport assistance will be provided to vulnerable individuals and for those who were moved away from their original points of entry due to overcrowding in the refugee camps in the southern region of Malawi.

33. Information campaigns on conditions in areas of origin will be conducted for the refugee communities. Mine-awareness campaigns are also planned in all the refugee camps to sensitize refugees to the danger posed by mines, and to instruct them in taking necessary precautions to prevent or minimize mine-related accidents.

34. Training programmes will be intensified for Mozambican teachers, health workers, other relief staff and community leaders in order to facilitate their reintegration into those sectors after their return.

35. Operational support will be provided to the Government of Malawi and to a number of NGOs who are engaged in the implementation of various sectors of the

repatriation programme, including the repair and running costs of transport and other equipment as well as the purchase of utilities and office supplies.

(c) **1995 programme proposals**

36. The repatriation programme will continue throughout 1995 to provide for organized transport assistance to some 100,000 returnees.

37. Other activities foreseen include provisions for appropriate sanitation facilities at assembly and departure points, health care and community services. Provision has been made to undertake minor repairs on existing roads that are to be used during the organized repatriation. The widespread mine-awareness campaign will be continued.

38. Ongoing emphasis will be placed on the maintenance and transfer of the structures established under the refugee programme for use by the host community.

39. A skills identification survey will be completed, which aims to facilitate and assist the Branch Office in Mozambique to accelerate returnee reintegration. The processing of data on vulnerable refugees in all districts will be finalized. The information campaign for refugees, currently at a trial stage, will be implemented, and the mine-awareness campaign will continue.

40. The plight of foster children abandoned during the foster family's repatriation remains a priority for the social services sector. Immediate care will be given during their stay in Malawi. The specific needs and protection of women and children will be a major focus throughout the repatriation. In Malawi efforts will continue to preserve the institution of asylum. Efforts will also be made to redress the environmental damage brought about by the presence of the large refugee population in Malawi, notably by the planting of trees and the demolition of vacated refugee dwellings and latrines.

40. The emphasis for UNHCR and its implementing partners will be on promoting repatriation from all districts. UNHCR and implementing partner capacity will be strengthened in all sectors to ensure that all activities are carried out in a timely and effective manner.

(b) **Other trust funds**

41. Several donations received by the Office as Trust Funds will constitute a significant contribution to the repatriation and the welfare of both the refugees and the host communities in Malawi. Below is the list of the Trust Funds received for activities implemented in Malawi in 1993:

Project Title	Amount in $	Donor
The Services of an Officer for Refugee Women & Children in Malawi	21,880	Canada
In kind contribution of 430 mt dried skim milk (including transport costs)	815,292	European Community
Road improvements and reafforestation in the refugee hosting areas in Malawi	998,221	Germany

42. Modalities are still being worked out for the continuation in 1994 of the project for the improvement of roads and reforestation, funded under a contribution from the Government of Germany.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

43. Given the demand for staff with appropriate qualifications for the large scale repatriation and reintegration programmes in Mozambique and six countries of asylum, it has been difficult to identify suitable candidates for all positions created for this operation. Several posts remained vacant some time after they were created. Consequently, a lower expenditure has been incurred in the budget for staff salaries.

44. However, higher expenditure was incurred under common staff costs due to the fact that some of the vacant positions had to be filled with staff on short-term contracts and mission status. This situation resulted in a higher turnover of staff, with a consequent increase in travel and other deployment costs.

45. Significant savings were made under the procurement of non-expendable property, following a reassessment of requirements for transport, communication and other equipment which resulted in the redeployment to administrative uses of equipment no longer required for operational activities.

(b) 1994 planned implementation

46. Despite the ongoing repatriation of Mozambican refugees, the assistance programme in Malawi remains large and complex in terms of the number of beneficiaries and the management of multi-sectoral activities under the repatriation and the care and maintenance projects. The necessary review and adjustments have been carried out in assessing operational requirements.

47. Simultaneously, a review has also been conducted of administrative requirements which resulted in the discontinuation of three local posts as of July 1994. A further review of staffing levels is being planned for September 1994.

48. Considering expenditure in previous years and given the fact that most of the positions are temporary posts, staff costs have also been adjusted upwards to accommodate the frequent common staff movements and deployment expenses.

49. The revision of salary scales for staff in the General Service category in 1993 also resulted in increases in the provisions for overtime and temporary assistance. These increases have been offset partly by gains in the exchange rate, following the devaluation of the local currency.

50. Non-staff costs are generally maintained at the level of the initial allocation.

(c) **1995 programme proposals**

51. The proposed administrative budget is significantly lower than the revised 1994 budget, reflecting an expected reduction in operational activities. In this connection, six international posts and two local posts are planned for discontinuation as of January 1995. Furthermore, five international posts and two local positions are to be discontinued as of July 1995. All other time-limited posts were extended to 31 December 1995.

52. Non-expendable property requirements are also significantly lower as purchases are expected to have been undertaken in previous years.

UNHCR EXPENDITURE IN MALAWI

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
24,497.4	16,896.5	14,409.9	CARE AND MAINTENANCE	9,433.4
7.9 a/	–	–	LOCAL SETTLEMENT	–
3.9 a/	–	–	RESETTLEMENT	–
–	–	1,812.5	PROGRAMME DELIVERY See Annexes I a and II a	1,762.2
24,509.2	**16,896.5**	**16,222.4**	**SUB–TOTAL OPERATIONS**	**11,195.6**
494.7	313.4	93.3	ADMINISTRATIVE SUPPORT See Annexes I b and II b	81.5
25,003.9	**17,209.9**	**16,315.7**	**T O T A L (1)**	**11,277.1**
SPECIAL PROGRAMMES (2)				
2,250.3	13,636.9	9,877.7	MOZAMBIQUE REPATRIATION	5,061.5
–	–	2,109.6	PROGRAMME DELIVERY See Annexes I a and II a	1,486.0
–	–	312.1	ADMINISTRATIVE SUPPORT See Annexes I b and II b	155.9
			OTHER TRUST FUNDS	
21.9	–	–	Assistance to refugee women	–
998.2	–	–	Road construction/reafforestation	–
815.3	–	–	Food	–
			ADMINISTRATIVE SUPPORT	
89.1	88.4	48.1	Junior Professional Officer	48.1
4,174.8	**13,725.3**	**12,347.5**	**T O T A L (2)**	**6,751.5**
29,178.7	**30,935.2**	**28,663.2**	**GRAND TOTAL (1+2)**	**18,028.6**

a/ obligation incurred against Overall Allocation